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5 January 1970

MEMORANDUM FOR: D/DCI/NIPE

SUBJECT : ~~Concept~~ for Coordination

Attached is a copy of a draft outline for the concept which we discussed week before last. Would appreciate your comments on it before expanding it or starting on an outline for "volume two."



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Attachment:
Draft Outline

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DRAFT OUTLINE
5 January 1970CONCEPT FOR NATIONAL INTELLIGENCE LEVEL
PLANNING AND MANAGEMENT COORDINATIONA. PURPOSE

To set forth a basis for improving the coordination of U.S. national intelligence.

B. GENERAL

Within the existing terms of reference for the U.S. intelligence community, expanded review and correlation of the intelligence activities of the various departments and agencies and increased attention to planning for the future should better ensure the appropriate direction of effort and allocation of resources. This proposal for developing a more comprehensive overview is based on measuring the essentiality and priority of all major intelligence activities against periodically updated intelligence objectives derived from an analysis of world trends and related U.S. policy and priorities. It is recognized that the need for coordination is not all-embracing. The nature of some intelligence activities is such that community-wide coordination is inappropriate and would serve no useful purpose. Justification for the fiscal support of activities in this category, however, will increasingly rest in part in demonstrating their unique character and that community programs neither duplicate nor should be expanded to include them.

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C. SCOPE

This concept envisions an evolving framework within which:

1. The nature of the overall U.S. intelligence community job is developed by analysis and periodically updated.
2. The intelligence responsibilities of the departments and agencies are related, organizationally and functionally, to the job to be done as described by step one above.
3. Priority intelligence production and collection requirements related to the intelligence objectives derived by step one above are identified and updated on a continuing basis.
4. Intelligence resources and their application are monitored with respect to the job to be done.
5. Community-wide short, mid-, and long-range as well as research and development planning is developed and periodically updated to provide an improved basis for intelligence programming.
6. Periodic evaluation of national intelligence coordination is accomplished in a more rigorous and comprehensive fashion than at present, using the planning framework described in step five above as a reference.

D. APPROACH FOR DEVELOPING A COORDINATION FRAMEWORK

Because of the magnitude of the effort, the framework described above will need to be developed on a phased and evolutionary basis.

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As a first phase, attention should focus on tasks which relate to the first four points listed above to establish a foundation for community-wide planning. Here, significant progress has already been made in one area - that of resource monitoring - and a study is underway to derive substantive intelligence and management objectives as revealed by an analysis of world trends. Two other studies, one reviewing responsibilities and relationships and the other intelligence requirements, can be initiated now simultaneously. It is particularly important that guidance for the conduct of these four studies be closely coordinated to ensure that they collectively present the best correlated basis for further planning. Because the results of these first four studies will be generally apparent before they are completed, phase two - the development of plans as described in point five above - should be started before phase one is completed. This series of plans which cover the short, mid-, and long-range period as well as the application of new technology to intelligence will draw heavily on the earlier studies. With these four plans launched, the third phase can be undertaken - development of systems and procedures for periodic evaluations of the overall intelligence function. Such evaluations should benefit from the insight and reference criteria resulting from the phase one and two endeavors. Upon completion, the four studies, four plans, and the evaluation mechanism, together with the steps necessary to maintain and update them, can collectively

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be considered "The National Intelligence Level Planning and Management Coordination System," (NILPAM).

E. PHASE ONE - PREPARATION FOR PLANNING

1. Planning Assumptions and Intelligence Objectives (Volume One)

This study is presently underway. The first section is an analysis of world trends for the mid-range period and the implications such trends hold for U.S. intelligence. The second section looks at the 1970s in terms of probable developments in the major non-Communist regions of the world and considers the impact this will have on U.S. intelligence. The third section interrelates U.S. intelligence and the kinds of international contingencies which might occur in the 1970s. On the basis of the projected uncertainties in the world situation and the implications for intelligence as described in the first three sections of the paper, the fourth section looks at the allocation and management of intelligence resources in the 1970s with focus on the ordering of requirements, program objectives, and management objectives - the basis for the overall U.S. intelligence community job.

2. Intelligence Responsibilities and Relationships (Volume Two)

The purpose of this volume would be to summarize who is responsible for what in the U.S. intelligence community along with what coordination is involved. The first section could outline the organizational roles and responsibilities of the members of the

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intelligence community. Section two, then, would restructure these responsibilities along functional lines both from a substantive intelligence and an intelligence management viewpoint. It would then be possible in section three to list by functional and management category those who are responsible for actions with respect to each of the intelligence objectives identified in the "Planning Assumptions" study, together with a description of how community collaboration/coordination is achieved, where appropriate.

3. Priority Intelligence Requirements (Volume Three)

In contrast to the present formal statement of priority intelligence requirements, this volume would present a new and different approach. The first section could list, by functional area, specific intelligence production requirements for each of the objectives identified in the "Planning Assumptions" study and reflect action assignments with respect to each. The second section could describe how these production requirements are translated into collection requirements, assigned to the various production activities, and subsequently levied on collection and processing activities. The third section would indicate how the members of the community collaborate administratively to establish and maintain these centralized and certain subordinate requirements lists. A later version of the paper could expand the first section to provide more detailed traceability in each instance from

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intelligence objective through the intelligence cycle to each production, processing and collection entity.

4. Intelligence Resources (Volume Four)

This resources information system (now entering its third developmental phase) can become the real link between what is identified to be done in the Priority Intelligence Requirements document(s) just discussed and what is actually going on or has been accepted as a commitment at the various organizational entity levels. When fully developed, it could serve as the primary link between planning and programming. It would serve also as the primary spawning ground for highlighting major management issues by documenting gaps between what is required and what can be done within given fiscal parameters at a particular time. Hopefully in this regard, it would facilitate recognition of the most likely trade off situations relative each documented gap.

F. PHASE TWO - PLANNING

The emphasis during phase one above has been on constructing some of the building blocks for planning. They will all be useful in building plans to guide operations, resource programming, and research. A planning structure is, of course, even at best merely a tool for approximation to anticipate change and guide appropriate accommodation to it. The environment is changing too rapidly, however, either to permit continued reliance on past experience

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as a basis for ad hoc adjustments or to allow intelligence to avoid anticipating changes and merely seek to catch up after the changes have occurred. Faced with rising costs for the conduct of intelligence activity and increasingly stringent fiscal constraints, collective planning offers a particularly useful way for the intelligence community to anticipate and coordinate action dictated by upcoming changes and new constraints. In fact, without the basic foundation supplied by a planning structure, each major study undertaken repetitively builds a part of it. This is not only inefficient, it lengthens the time needed to produce responses and results in a series of analyses which are difficult to compare with each other because they are built on nonstandard background data.

Our first need is for a short-range plan to guide what we are doing now and what we plan to do with what we have during the upcoming fiscal year. Such a plan will also serve as a baseline for further planning. A mid-range plan will be most useful if it identifies the anticipated changes during the rest of the programming cycle out to about ten years in the future. Based on this mid-range perspective, an intelligence long-range plan can usefully relay to policy makers and research and development staffs how we see the world environment and related intelligence implications beyond ten years. Forecasting what the intelligence operating environment may be in the mid- and long-range period along with some idea of

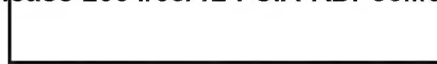
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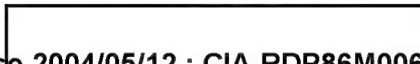
the technology needed to do the intelligence job is so important that a special plan for intelligence research and development will also be a useful coordination tool. A short description of each of these plans follows:

1. Short-Range Plan

This plan is a layout (by organization and functional area) of the projected tasks for the next twelve months (fiscal year) to be performed with the resources on hand. It would be desirable to complete Phase One, Preparation for Planning, before constructing a short-range plan as a community effort but the delay involved is probably unacceptable. For a first cycle short-range plan, common planning terms of reference could guide each community member agency in the development of its own short-range plan. Actually, the first version of short-range planning can be considered a standardized summary of the narrative justification for the upcoming fiscal year in the programming system. Hopefully, at an early date all tasks can be related to the community listing of requirements and the intelligence objectives (listed in Volume One, Phase One) which generated them.

2. Mid-Range Plan

The primary purpose of this plan is to project what effect the future will have in generating changes in intelligence resource



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allocations and to identify what should be done now to prepare for the mid-range period. Changes to be considered include: adjusted tasks or desired capabilities, accommodation to anticipated technological developments, and changes in the operating environment. Translating these changes and the supporting rationale into finite terms which can be related to resource adjustments is the heart of the effort - one which provides a tangible basis for mid-range programming. Doing the mid-range planning job thoroughly will make the short-range job easier when the projected plan, revised, becomes the one for the immediate future.

3. Long-Range Plan

Building a long-range plan very likely will require going back to the initial development of planning assumptions and identification of objectives and redoing this type of an effort based on a projection of world trends for the period ten years and beyond. The prerequisite task is a tough one and should be given priority and increased support now so that it will be available soon as a starting point for long-range planning. DOD has continued a previous community effort of this type in its project to produce a projected threat assessment. Community support behind this project appears to be warranted.

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4. Research and Development Plan

Although the long-range plan just discussed is really one important background for the development of a comprehensive community research and development plan, some preliminary steps can be taken to start this type of planning. Much is already known with respect to the needed input. DDR&E in DOD has been making noticeable progress in this planning area. As a start, this DOD effort could be paralleled and guided to some extent by a developing intelligence community project to produce an R&D plan.

G. PHASE THREE - EVALUATION

If and after some type of planning structure has been built, it would be possible to consider evaluation of the national intelligence function to assess the adequacy of coordination within the intelligence community, using the planning framework developed in Phase Two as a reference.

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